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FROM AMBASSADOR CAIN

E.O. 12958: DECL: 09/05/2018  
TAGS: [PREL](#) [PTER](#) [EAIR](#) [ECON](#) [DA](#)  
SUBJECT: GETTING TO YES WITH DENMARK ON AIR MARSHALS

Classified By: Ambassador James P. Cain, reasons 1.4b,d

11. (S) Overcoming deep-seated Danish opposition to U.S. Federal Air Marshals on flights to and from Denmark will require a coordinated, long-term effort from all U.S. agencies. Danish officials continue to evince skepticism about the severity of the threat, concerns about the implications of FAMS for public safety, and anxiety about the possible political and national sovereignty consequences. Despite a greater public appreciation here for the terrorist threat and the need for effective counter-measures, the Danes remain reluctant to revisit our FAM request. My country team and I recommend that we move forward with a new strategy for ultimately convincing the Danish government to accept U.S. air marshals.

12. (S) Our approach should be to engage the Danes in a dialogue aimed at addressing their concerns on multiple fronts, gradually raising their comfort level over time. A sustained effort to develop and share new threat intelligence will reinforce the position of FAM proponents within the Danish government and blunt the arguments of those who insist that the threat is insufficient to justify the risks. Visits by Danish officials to FAMS training facilities and further briefings on our procedures and record may allay concerns about the professionalism and competence of our officers. We should brief the Danes, in as much detail as possible, about our success in dealing with the issues raised by other partners who have since opted for air marshals. Being reminded that Denmark is among the last holdouts in Europe may encourage Danish officials to reevaluate the political risk. Discussions about measures to ensure the confidentiality of FAM deployments could also prove productive.

13. (S) Denmark is one of our closest and most reliable allies in Europe, an excellent partner on counter-terrorism from here to Afghanistan and the Horn of Africa. As we have seen in previous exchanges on the FAM issue, however, the Danes also retain a fierce devotion to civil liberties and national sovereignty, and have a long tradition of consensus-based politics that can delay action on controversial issues. The upcoming fall debate on alleged U.S. rendition flights through Danish airspace also argues for a low-key, deliberative approach in the months ahead. I am convinced that engagement with the Danes to support an evolution of their position on air marshals offers the best chance of success over time, and I strongly recommend that the U.S. government move forward together in this way.  
CAIN